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ANNUAL REPORT

of the

PUBLIC SERVICE COMMISSION

For the Year Ended

DECEMBER 31st, 1954

EDMONTON

A N N U A L R E P O R T

of the

PUBLIC SERVICE COMMISSION

for the year ended December 31st, 1954

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Edmonton, Alberta,

January 31st, 1955.

The Honourable E. C. Manning,

President, Executive Council.

Honourable Sir:

We have the honour to submit herewith the Annual Report of the Public Service Commission for the year ended December 31st, 1954.

"J. H. Holloway"
Chairman

"F. D. Betts"
Member

"A. Peart"
Member

ANNUAL REPORT
of the
PUBLIC SERVICE COMMISSION
for the year ended December 31st, 1954

The Public Service Commission (which, prior to May 1st, 1954, was designated the Civil Service Commission) has been functioning substantially on its present basis for a period of three and a half years. During that time it has sought to promote and implement within the provincial service various principles and procedures in personnel administration which are to-day generally recognized as necessary for the attainment of efficiency and economy in large-scale public service organizations. During 1954, considerable progress in that direction was made.

This was largely due to the fact that the Commission's position as the central agency responsible for the general direction and oversight of personnel administration in the provincial service was strengthened by the changes made in The Public Service Act during the 1954 session of the Legislative Assembly. The revised Act passed at that session clarified and extended the functions of the Commission. It also eliminated certain duplications of responsibility as between the Commission and the Director of Personnel which had formerly been evident, and it facilitated the application of various desirable methods and procedures for which statutory authority had previously been doubtful or lacking.

Another condition which enabled the Commission to make better progress along the path of general administrative improvement was the attainment during 1954 of a state of relative stability in the service. By the middle of the year, the personnel problems connected with post-war expansion and staff shortages had largely subsided and staff numbers in most departments had been brought up to par. The consequent reduction in the time previously spent on special and emergent questions relating to recruitment, placement, promotion and classification enabled the Commission to devote more attention to questions of general administration.

It is thought desirable in this report to review in some detail the main aspects of provincial personnel administration and to indicate the present position and prevailing policies in connection with each. The subject matter of the report is therefore arranged under a number of general headings with that in mind.

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Statutory Changes and Their Effects. It seems advisable first to outline the statutory provisions under which personnel administration in the provincial service is now conducted and to trace their evolution from those of the past. In that way the general objectives sought can best be indicated.

The original Public Service Act, passed in 1906, simply designated the departments whose employees collectively constituted the public service, provided that appointments to the public service should be made and that salary rates should be fixed by order-in-council and contained certain broad provisions with regard to the organization of departments, the management of staffs, hours of attendance, vacations and sick leave and the transfer and suspension of employees. It contained no provisions with respect to recruitment, examination of applicants, employee qualifications, classification of positions, promotions or employer-employee negotiations nor for any over-all system of personnel administration. There was nothing to assure that in filling positions the best-qualified applicants would be chosen, that salary rates would be commensurate with duties and responsibilities, that efficiency would be encouraged or rewarded or that the employees would have a voice in matters affecting their livelihood.

The effects of these deficiencies in The Public Service Act led in 1918 to the enactment of The Public Service Efficiency Act which provided for the broad classification of positions and the conjunctive application of a system of pay-scales. This Act

also authorized the appointment of a Civil Service Commissioner whose duties were to be primarily those of an efficiency officer. Only in a limited sense was he envisaged as a personnel administrator as that term is understood to-day.

Although the enactment of The Public Service Efficiency Act and its subsequent implementation had some salutary effect, it still left several gaps in the personnel administration scheme and even in its explicit aims fell short of realization. So far as the improvement of efficiency was concerned, there was little that the Civil Service Commissioner could actually do. He had fairly effective policing powers with respect to attendance and punctuality but the responsibility for management and the conduct of business still necessarily rested with the head of each department and his senior officers, and any investigation attempted by the Commissioner with a view to "systematizing the work of the department" or "improving the organization of business methods therein" or promoting "the co-ordination of work or the reduction or re-organization of staffs" was more likely to be resented than welcomed. The possibilities of making a classification and pay plan work were little better, as the Act only went so far as to authorize the Commissioner to prepare such a plan and made no provision for its implementation. It was still apparently left to the heads of departments to decide whether it should be applied, and a plan which was actually prepared after the Act was passed was so widely ignored as to be practically a complete waste of effort.

The next major move in personnel administration was made in 1922, when The Superannuation Act was passed. Although the pension benefits provided were on a very modest scale, this legislation was generally welcomed and helped considerably in promoting stability in the service. It was also noteworthy as being the first official recognition of the principle of employee-participation in matters affecting the welfare of personnel, inasmuch

as one of the members of the Board set up to administer the Act was required to be an employee representative.

Another step in the latter direction was taken in 1938 when The Public Service Act was amended to provide for the establishment of the Alberta Civil Service Joint Council, a negotiating body on which management and staff were represented by three members each, with functions similar to those of the Whitley Councils established in the British civil service. This body had originally come into existence in 1923 by arrangement between the Government and the Civil Service Association, but not until some time after its statutory establishment did it become satisfactorily effective. Apart from this, the personnel administration system remained substantially unchanged from 1922 until 1943. Meanwhile, the service was growing both in its functions and its numbers, and it was gradually becoming more and more evident that the administrative machinery was unequal to the increasing strains placed upon it.

In 1941 it was decided that an effective position-classification and pay plan should be established, and a three-member Salary Survey Committee was appointed to undertake that task. Up to that time salary rates had been only approximately related to duties and responsibilities, and disparities in pay were a frequent source of complaint and unrest. On the basis of the duties and responsibilities entailed and the qualifications required, each position under the purview of the Civil Service Commissioner was carefully appraised by the Salary Survey Committee and a schedule of classification based on work functions was drawn up. Each class in the schedule was segregated into grades rated according to levels of responsibility, and appropriate minimum, maximum and intermediate rates of pay for each grade were specified. The Committee's proposals were accepted by the Government and implemented by order-in-council on January 1st, 1943.

Similar schedules were afterwards prepared separately for public health institution employees, provincial gaol employees and other groups not under the purview of the Commissioner. The effect of these measures upon the service generally was beneficial, inasmuch as salary disparities were considerably reduced and the establishment of specific pay scales facilitated recruitment of new staff, but those advantages were soon afterwards submerged by the effects of the current general demand for personnel and rapidly rising living costs. For several years after the initial implementation of the schedules, those factors enforced repeated upward revisions of the pay scales in order to enable the Government to obtain and hold its personnel against the competition of other employers. To avoid drastic revisions of the schedules and in the expectation that prices and wages would fall after the end of the war, a system of cost-of-living bonus payments which, it was thought, would within a few years die a natural death, was early introduced. But the bonus system is still with us, and it is still too soon to say whether the last of the post-war series of pay-scale revisions has been made.

The classification and salary schedules were originally prepared under the authority vested in the Commissioner by The Public Service Efficiency Act, the status of the other members of the Salary Survey Committees being that of advisers. It soon became evident that future revision and maintenance of the schedules, particularly during a period when the service was far from static, would require the continued services of a similar body on which the employees could be represented. The placement in the service of returned veterans after the war also created certain problems that could best be dealt with by some form of personnel committee. The service, moreover, had grown and become diversified to such a degree that questions connected with personnel administration were placing too heavy a demand upon the time of the Executive Council and some delegation of that work

was necessary. These were the main considerations that led to the original establishment of a Civil Service Commission on a part-time but continuing basis in 1947.

In that year, both The Public Service Act and The Public Service Efficiency Act were rescinded and a new Public Service Act was passed. Under that Act, the Civil Service Commissioner was given the new title of Director of Personnel, in which capacity he continued to be responsible for personnel administration in its specific phases. Although the Act contained no direct reference to recruitment procedure, he was assigned the new duty of testing and examining applicants for employment. For the first time, too, the Act provided for the selection of appointees on the basis of their qualifications for the positions being filled and specified the principles according to which promotions were to be made. In those respects the Act validated policies which had previously been adopted and had to some extent already been put into practice.

The Act also provided for the appointment of a three-member Civil Service Commission to act as an advisory and investigative body on personnel matters and as a board of review and appeal on questions of classification and discipline. This latter function precluded the Director of Personnel from membership, since the preparation and application of the classification and pay schedules continued to be part of his duties. One of the members of the Commission was required to be a representative of the employees, nominated by the Civil Service Association, and the Chairman of the Veterans' Advisory Committee was appointed as one of the Government's nominees.

In the same year the Legislative Assembly also rescinded The Superannuation Act and enacted in its stead The Public Service Pension Act which provided for retirement benefits on a more generous scale, One valuable result of this change was that it aided the retention of a number of senior personnel who might otherwise have entered more lucrative employment and whose loss to the ser-

vice would in some cases have been serious. Taken altogether, the legislative changes made in 1947 represented a big step forward in the direction of improvement of efficiency standards and administrative methods. It remedied most of the deficiencies in the earlier legislation and, by affirming principles on which satisfying careers in the provincial service could be built according to qualifications, experience and efficiency, it gave the service a greater measure of stability and led to improvement in the quality of the service rendered to the public.

When the classification and salary schedules were first implemented, it was assumed that they would hold good without major alteration for some time to come, but the error of that assumption soon became evident. Wage and salary rates in general continued to rise, enforcing several wholesale revisions of the schedules, and the growth of the service after the war and numerous changes in departmental organization necessitated the re-classification of many positions and the addition to the schedules of various new types of positions. The volume of work which these processes entailed was such that when in 1947 it devolved upon the Commission, it immediately became the Commission's major function and has remained so up to the present time.

Under those conditions it was difficult for the Commission, operating part-time, to devote proper attention to other personnel matters, and in 1951 it was decided to make the Chairman's position a full-time appointment. At the same time, in order to connect the work of the Commission more closely with that of the Director of Personnel, the latter was appointed to the Commission in place of the Chairman of the Veteran's Advisory Committee. These arrangements facilitated the practical handling of personnel matters, but as they differed somewhat from those which had been contemplated when the Act was passed in 1947, it was later found advisable to confirm them by statutory amendment

and to define more precisely the duties of the Commission and the Director of Personnel.

That was done in 1954 by passage of a revised Public Service Act, under which the Commission was made responsible for dealing with all personnel questions of a general character, as well as the detail work relating to classification. In that sphere the Chairman acts as the executive member of the Commission, while the Director of Personnel has charge of the specific application of the Act and regulations to those employees placed under his administrative purview. The revised Act also made a new provision for the development of recruitment policies and procedures, and specified more explicitly the procedure to be followed in making promotions. The Commission's former appeal-board functions with respect to questions of classification and discipline were transferred to the Joint Council and the other functions of the Joint Council were more precisely stated. The Act also changed the name of the Commission to "Public Service Commission" to distinguish it from the Canadian Civil Service Commission.

Judging by the Commission's experience during the latter part of 1954, it is believed that the legislation now in force provides for an effective and comprehensive system of personnel administration in the provincial service. Its full application has not yet been realized, mainly because suitable office facilities for the Commission and its staff are still lacking, but in its more important aspects good progress has been made, as the further sections of this report will indicate.

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Classification and Salary Schedules

The first classification and salary schedule prepared by the Salary Survey Committee in 1942 dealt with those employees who were under the direct administrative purview of the Civil Service Commissioner - that is, broadly speaking, the administrative, clerical, inspectional and professional groups in the public service. The salary scales established for these employees, as revised from time to time, are set out in a schedule now known as the General Salary Schedule.[x] Since the first edition was prepared, this schedule has undergone six major revisions, each for the purpose of re-establishing pay scales at reasonably competitive current levels. Numerous minor adjustments have also been made in the schedule, generally in order to keep the pay-rates for particular classes of employees on a comparable basis with salaries available elsewhere. So far as future revisions of the schedule are concerned, it would appear that salary and wage rates in general are, for the time being at least, at the end of their upward trend, and that as long as this state of relative stability continues, the schedule will remain substantially as it is now.

Concurrently with the broad revisions made in the General Salary Schedule, as many as three general revisions have been made from time to time for similar reasons in the special schedules which apply to institutional and industrial staffs. As the number of different classes of employees covered by each of those schedules is relatively small, and the duties of most positions can be clearly defined, it has been found feasible in those classes to relate job classifications to pay-scales in a more precise manner than can be done with regard to positions under the General Schedule. Each of the special schedules, in fact, sets out the classification of the positions as well as the pay scales applicable to each.

[x]See Appendix 1.

The classification of positions under the General Schedule is less rigidly formulated, being based on certain key groups at various levels which can be definitely rated and which provide a guide for the classification of the less standardized positions. For example, the salary scales for deputy ministers (which are set by the Executive Council at a level somewhat above the top scale of the General Schedule) establish a ceiling for the relative rating of branch and division heads and other senior officers. Further down the scale, the classifications of various professional groups who are employed in technical rather than administrative capacities, such as the district engineers, district agriculturists, school division superintendents, architects, auditors, etc., have been standardized and serve as yardsticks by which other positions classifiable at that general level can be rated. Further down again, the classifications of such standardized groups as engineering assistants, correspondents, stenographers, book-keeping machine operators and certain classes of inspectors serve similarly as a guide.

A widely-held theory on position classification is that each position should be rated on the sole basis of the qualifications, duties and responsibilities involved without reference to the capacities of the person occupying the position. In some other public services where that principle is closely followed, it appears that much time and labour are expended on the elaboration of precise specifications for each job in order to permit its classification with exactitude, the implication being that once that is done an employee made-to-measure can be found to fill it. The result too often is, however, that in two positions with exactly the same specifications and pay-ratings and filled by two employees who have identical qualifications, the capacity of one of these employees may prove to be so far below the other that the payment of identical salaries is unjustifiable in terms of actual worth. That situation may have a detrimental effect

upon the performance of the more capable employee, and a general consequence is that the lowest standard of performance tends to become the norm. Also, exactitude in the specification of duties and responsibilities and in the application of pay-scales tends to generate an unwillingness on the part of some employees to undertake anything beyond the prescribed scope of duty. Moreover, the inflexibility of this system makes it difficult or, at least, laborious to effect adjustments in classification that may be warranted by alterations in the duties of a position or a general shortage of personnel in some particular group.

It is the view of this Commission that this theory of classification is valid in practice only up to a point and that its application to the letter may only create more difficulties than it solves. We therefore regard it as a working guide to be used with some discrimination and to be modified in its application whenever employee-capacity appears as a possible variant to be taken into account. It is this view which has led us to restrict the standardization of job-specifications to a small number of typical classes and to make ad hoc ratings of other positions according to their relationship to those groups. It can be charged against this policy that it does not completely do away with disparities in classification, but we have found that those which do occur are generally slight and they can be corrected with less trouble than would be the case under a more formalized system. We are satisfied, in any case, that any such disadvantages in this treatment of the classification problem are far more than offset by the facts that it is not over-burdened with stereotyped procedures and it avoids much of the rigidity which tends to stifle incentive and to place a premium on mediocrity of performance.

During the past year the Commission has initiated a practice in its classification methods that has been welcomed by those departments in which it has been applied and which promises

to stimulate better work-performance. It consists simply of applying more than one grade of the General Salary Schedule to a given position, thereby extending the prospective range of salary farther into the future instead of stopping short at the maximum of the grade in which the beginning employee is placed. For example, the practice in the past was to classify resident highway engineers with little or no experience in a single grade corresponding approximately in pay-range to that of the present Grade 20. Under a general re-classification of engineering positions made in the spring of 1954, it was provided that resident highway engineers' positions would be classified in Grades 20 through 24. Thus the beginning resident engineer, whose future salary prospects were implicitly restricted to the maximum rate attainable within the five-year term of a single grade, is now assured that, subject to satisfactory service, he may within a nine-year period progress considerably beyond that salary limit.

The extension of pay-ranges in this fashion has been applied during the past year to such classes of positions as engineers, architects, surveyors, auditors, book-keeping machine operators and certain classes of inspectors, and, to a limited extent, to certain stenographic and clerical positions. A condition of its application in all cases is that progress from the lower to the higher grade will be subject to satisfactory performance and a developed ability on the part of the employee to assume duties which are of greater responsibility although of the same nature. Its main advantage is that by holding out a definite prospect of eventual advancement to a salary rate considerably above the starting figure, it promotes initiative, promises recognition of application and experience, and discourages the inclination to look for greener fields after a year or two of experience gained in the service. It also obviates the necessity for making individual re-classifications from the beginning grade to a higher on the grounds of assumption of greater respon-

sibility, as well as the need for down-gradings when positions vacated by experienced employees are to be filled by beginners. Moreover, since the rate of each employee's progress through the whole range is left largely within the control of departmental management, it permits some differentiation in pay-rates based on relative efficiency. We believe that the further extension of this method of classifying positions to other classes of employees to whom it can conveniently be applied will be conducive to improved efficiency and future stability in the service.

In order to provide supervising officers in the various departments with some guidance on the principles and procedure to be observed in dealing with cases of classification, the Commission prepared and distributed in September a statement of procedure in that connection, which is reproduced as Appendix B of this report. It will be noted that this refers only to applications made by a department for the classification or re-classification of an individual position or class of positions. It has since been found advisable to make provision also for re-classifications upon the initiative of the Commission, and a suitable procedure for dealing with such cases is now being worked out in consultation with the Joint Council.

A major task of the Commission during 1954 consisted of an extensive revision of the General Salary Schedule in conjunction with the re-classification of the majority of senior positions in the service as well as a considerable number of positions in the junior and intermediate grades. This work commenced in May, 1954, and was practically completed so far as the junior and senior positions were concerned by the end of the year. A number of cases of re-classification in the intermediate grades still remain to be dealt with.

Before this revision, the General Schedule contained 31 grades, the highest basic salary figure being $7,140.00. All the grades contained six "periods", the increments between periods

being graduated from $60.00 in the lower grades to $300.00 in the upper grades. The revisions made in the schedule were for the purposes of (a) changing the lowest increments from $60.00 to $120.00 and (b) providing higher salary scales for senior positions classified in the upper grades. Fulfillment of the first objective involved alteration of the pay-scales in Grades 1 to 9, while the latter necessitated graduated upward adjustments of the scales in Grades 13 to 31 and the addition of a further Grade 32. As a result the revised schedule, as made effective on July 1st, 1954, by Orders-in-Council 1110/54 and 1144/54, took the form in which it appears in Appendix A.

The first of these orders, which dealt with Grades 1 to 8, also provided for the granting of the initial $60.00 salare increase in Grade 1 after three to six months' service, for the establishment of eight classes of stenographic positions and their classification in Grades 1 to 11 and for the granting of immediate pay increases not exceeding $240.00 per annum to stenographic personnel. This action was taken with respect to stenographers' positions as staff shortages at that time demanded the provision of more attractive pay-scales for that class; the classifications so established also served as a yardstick for the subsequent classification or re-classification of other office positions in the lower grades.

Order-in-Council 1144/54 established new pay scales in Grades 13 to 32 and authorized the re-classification of positions within those grades. The Commission had already made a preliminary review of senior classifications and had prepared a list of tentative revisions. After passage of the order, discussions regarding the re-classification of senior positions were held with each department and final recommendations were then submitted to the Executive Council. These recommendations were approved and made effective on July 1st, 1954, resulting in basic pay-scale increases of up to 18% and averaging 9½% for about 400 senior

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administrative, professional and inspectional personnel, with immediate pay increases averaging about 6% and ranging up to 10½% of their current salaries.

Subsequently, the classifications of 109 positions in lower grades were reviewed and adjusted so as to place them in appropriate relationship to the re-classified senior positions. At the end of the year these adjustments had been completed in most departments, but a number of positions in the Departments of the Attorney General, Education and Lands and Forests still remained to be dealt with.

As a point of interest it may be mentioned here that in early October, when a number of the above-mentioned salary adjustments were still to be made, it became necessary in another connection to determine the average rate of salary being paid to permanent staff employees under the purview of the Director of Personnel, and it was then found that for the 3,326 employees in that category, their average salary rate, including cost-of-living bonus, as at September 30th, was $3,048.60 per annum.

From time to time throughout the year the Commission also dealt with numerous applications for re-classification based on alteration of the duties of various positions, as well as the classification of a number of new positions.

The number of positions newly classified or re-classified under the above procedures during 1954 were as summarized below:

Number of positions re-classified in conjunction with salary schedule revisions:	573
Number of positions re-classified by reason of alteration of duties:	329
Number of new positions classified:	284
Total:	1,186

Later in the year the Commission reviewed the classifications of senior positions on the staffs of the provincial gaols and recommended the establishment of revised pay-scales

commensurate with those which had become effective under the General Salary Schedule. These recommendations were made effective retroactively to July 1st, 1954, by Order-in-Council 1760/54 passed on December 20th.

During the early months of 1954, minor revisions were recommended and made effective in the following schedules: Schedule R.S.1 (Highway Equipment Repair Shops Employees); Schedule M.B.1 (Power Plant Operators); Schedule P.W.3 (Buildings Maintenance and Industrial Employees); and on April 1st, 1954, a revised edition of Salary Schedule L.H.S.2 (Local Health Services Personnel), prepared and approved in December, 1953, came into effect. The revisions of these schedules had no connection with those made later in the General Salary Schedule.

At different times during the year the Chairman was consulted with regard to the classification of various positions on the staffs of the Alberta Liquor Control Board, the Alberta Research Council, the University of Alberta, the Workmen's Compensation Board and the Alcoholism Foundation of Alberta. It is the policy of these bodies to maintain staff pay-scales in commensurate relation with those in effect in the public service so far as comparisons can fairly be made.

During 1954 the payment of a cost-of-living bonus, designed to offset the current high costs of such necessities as food and clothing, was continued. This bonus is paid at a flat rate in addition to the basic salaries set out in the schedules and is received by all employees in the public service. The monthly bonus rate, adjusted every quarter year, is equal to $1.60 for every point by which the official Consumer Price Index for the first day of the preceding quarter-year exceeds 100 points. During 1954, the monthly bonus rates for each quarter were as follows:

January - March:	$26.72
April - June:	25.12

July - September: $24.96

October - December: 25.92

During the latter part of 1953, it had been found that the introduction of the 5-day work-week in July of that year had led to some complications and uncertainty in connection with the basis upon which annual rates of salary were to be converted to payments by the month or for shorter periods. After consultation between the Commission and the Provincial Auditor's office, it was considered advisable in that connection to prepare and recommend the establishment of a set of regulations for the guidance of departmental payroll officers and to ensure uniformity in methods of procedure. These regulations, prepared jointly by the Audit office and the Commission, were implemented as from the first day of January under the terms of Order-in-Council 222/54.

Recruitment, Appointments and Promotion

In this section of the report, reference is made only to employees under the administrative purview of the Director of Personnel; that is, those whose positions are classified under the General Salary Schedule. The recruitment, appointment and promotion of employees whose positions are classified under other schedules are under the direct administration of the departments in which they are employed. Statistical information with regard to the latter is not uniformly kept, but to indicate the approximate numerical proportions of the two groups, it may be stated that in the provincial gaols, public health hospitals and institutions and on the maintenance and industrial staffs of the agricultural schools, and the Departments of Highways and Public Works, a total number of 926 employees were contributors under The Public Service Pension Act as at September 30th, 1954, as compared with 3,326 contributing employees under the purview of the Director of Personnel.

In addition to the latter groups (who, having been appointed by order-in-council, are generally referred to as the permanent staff of the service), there are a number of so-called temporary employees under the administration of the Director of Personnel. These comprise (a) new employees who have not completed their first year of service, (b) married women whose husbands are employed elsewhere and whose appointments are for terms not exceeding one year, and (c) employees filling permanent staff positions who were over age 50 on entering the service and hence ineligible to become contributors under The Pension Act.

In filling vacancies in the service, the general policy is to recruit new employees for the junior positions and, as far as possible, to fill the intermediate and senior positions by promotion. The object of this policy is to promote efficiency and stability in the service by developing staffs from adaptable young men and women who can be afforded opportunities for advancement that will induce them to make their careers in the service.

The necessity for such a policy became clearly evident during the post-war period when most departments were expanding their staffs and, in the face of heavy competition from other employers, were often obliged to accept new employees of mediocre ability who in many cases were more interested in getting a year or two of training and experience that would qualify them for better-paid jobs elsewhere than in making careers in the service. It was a matter of common observation amongst supervisory officers that the over-all efficiency of their staffs was often seriously impaired by the presence of these transients, for they did not remain long enough to become really useful and the more senior staff members, whose normal responsibilities were in any case being made heavier by the general expansion of work, were called upon to devote far more time than they could afford to the training of new employees and to checking and correcting their work.

The natural consequence was a certain loss of effectiveness all along the line without any long-term advantage to show for it, since the better of the new employees were quickest to leave and the poorer the more prone to remain.

The introduction of the new Pension Act in 1947 and the subsequent gradual improvement in salary scales had some remedial effect upon this state of affairs, but younger employees, generally speaking, are not much influenced by eventual pension prospects and although they may find the pay scales in the junior grades attractive enough to begin with, that does not suffice to hold them in the service unless some opportunities for promotion lie ahead. A successful recipe for the recruitment and retention of competent personnel must contain three main ingredients - first, acceptable rates of compensation in the form of salaries and pensions; second, a definite policy of promotion within the service offering the maximum of opportunity for advancement; and thirdly, sound recruitment procedures that will enable the service to find and select the personnel best suited to its needs. These last two requirements mean in practice that vacancies in the higher grades should, whenever possible, be filled by promotion from the lower grades, and that there must be proper competition on the basis of qualifications, ability and merit in filling all vacancies, whether by promotion or recruitment.

In pursuance of those principles, the Commission last year drew up a set of rules of procedure,[x] to come officially into operation on January 1st, 1955, for filling new or vacant positions under the administrative purview of the Director of Personnel. Much of the procedure set out in these rules was already developed and being applied, but without written prescription, so that to that extent the rules are of a confirmatory nature. Beyond that, they serve to establish the following principles:

[x] See Appendix C.

1. Preference in filling a position above the junior level is to be given (subject to proper qualifications) first to employees in the same department, and secondly to employees in other departments before applications from outside the service are considered.

2. Proper notice of vacancies is to be given, so that all persons who may be qualified shall have the opportunity to apply.

3. Selection from among the applicants is to be made primarily on the basis of qualifications for the position.

4. Other factors being considered equal, selection is to be based on seniority in the service or department in cases of promotion.

The rules also provide for the submission of annual reports on the performance and experience of every employee so that appropriate eligibility records may be maintained. The limits within which starting salaries may be established during the probationary or initial period of employment are also defined, in order to reduce the wide variations of practice in that connection which have been troublesome in the past.

During 1954 newspaper advertising of vacancies in the following classes of positions was published by the Director of Personnel:

Registered architects, mechanical engineers, and architectural and mechanical draughtsmen, Department of Public Works

Draughtsmen for Department of Highways

Civil Defence Instructors

Teachers, School for the Deaf

Stenographers and Typists

Similar advertising was also published with respect to the following individual positions:

Instructor in Food Services, Institute of Technology and Art, Calgary

Instructor in Television, Institute of Technology and Art, Calgary

Instructor in Steam Engineering, Institute of Technology and Art, Calgary

Instructor in Art, Agricultural Schools Branch

Dietician and Dean of Girls, Agricultural Schools Branch

Forest Clerk, Clearwater Forest Reserve

Assistant Crown Prosecutor

Land Surveyor, Edmonton Land Titles Office

Instructor, Apprenticeship Board

Auditor, Board of Public Utility Commissioners

Finance Secretary, Civil Defence Branch

Co-ordinator of School Broadcasts

Script Editor, School Broadcasts Branch

The total cost of advertising for the above positions was $1427.00.

During 1954, the total number of applications for employment filed at the office of the Director of Personnel was 3,262. The corresponding total for 1953 was 3,071. In both years, the majority of these applications were unsolicited.

In the spring months of 1954, as many as forty persons daily visited the Personnel Office to file applications. It had been customary for the Director of Personnel or his senior assistant to interview each applicant who appeared in person, but this heavy influx, together with the fact that vacancies were then relatively few, led to a modification of that practice. It was also found that in nine cases out of ten, such applicants soon became unavailable through having obtained employment elsewhere, and usually cancelled their applications when notified later of a vacant position for which they appeared to be qualified. For these reasons it was decided (a) that uninvited applications would automatically expire after 3 months unless the applicant requested renewal for a further similar period, and (b) that uninvited applicants would not be formally interviewed unless they particularly requested it or unless the information entered on the application

form indicated suitability for a listed or pending vacant position. This revised procedure has greatly reduced the time formerly spent on unproductive interviews, without resulting in any loss of desirable recruits.

Tabulation A below shows the number of appointments made during 1954 in the various departments of the service. It should be noted that about one-third of the total number of temporary appointments shown represents appointments of seasonal or limited duration. Also, some three to four hundred represent new or renewed appointments of married women occupying positions otherwise classifiable as permanent. Most of the balance of the temporary appointments represent new employees who will become eligible for permanent appointment on completion of a year of service.

It should also be noted that about one-third of the total shown for permanent appointments represent promotions from other permanent positions. The balance refers to employees given their initial permanent appointments during the year.

Tabulation A.

APPOINTMENTS MADE DURING THE YEAR 1954

Department	Permanent	Temporary	Totals
Agriculture and Water Resources	34	135	169
Attorney General's	80	148	228
Audit Office	11	24	35
Economic Affairs	2	25	27
Education	55	133	188
Executive Council (includes Premier's Office, Legislative Assembly and Library, Executive Council Office and Public Service Commission Staffs.	3	20	23
Highways	72	157	229
Industries and Labour	35	84	119
Lands and Forests	64	181	225
Mines and Minerals	29	51	80
Municipal Affairs	21	87	108

[illegible] and [illegible] of [illegible] [illegible] tion. This reason has greatly [illegible] for [illegible] by [illegible] on unproductive [illegible]. Without resulting in loss of desired results.

[illegible]

A [illegible] shows the number of [illegible] made during 1951 in the various departments of the [illegible]

[illegible] be noted that about one-half of the total [illegible] [illegible] appointments shown represents appointments of seasonal or limited duration. Also, some thirty to [illegible] number represent [illegible] or renewed appointments of persons occupying positions [illegible] wise classifiable as permanent. Most of the [illegible] the [illegible] ary appointments [illegible] always who will become [illegible] for [illegible] appointment [illegible] consideration [illegible] on service.

It should also be noted that about one-third [illegible] the total shown for permanent appointments represent promotions from other permanent positions. The [illegible] reasons to employees given [illegible] initial permanent appointments during the year.

Tabulation A.

APPOINTMENTS [illegible] THE [illegible] TYPE

[illegible]	Permanent	[illegible]	[illegible]
Agriculture and Water Resources	21	[illegible]	[illegible]
Attorney General	27	[illegible]	[illegible]
Audit Office	12	34	35
Economic Affairs	[illegible]	[illegible]	[illegible]

Department	Permanent	Temporary	Totals
Provincial Secretary's	26	93	119
Public Health	18	78	96
Public Welfare	19	48	67
Public Works	19	80	99
Treasury (including Treasury Branches)	101	247	348
Totals -	589	1,591	2,180

Tabulation B shows, by departments, the number of male and female employees recruited and promoted during 1954 to fill vacant positions under the purview of the Director of Personnel. The figures in this table cover both permanent and continuing temporary positions but do not include appointments of seasonal or limited duration.

For several years the general shortage of female office personnel has made it necessary for all departments to employ a number of married women. The government's policy in that connection has been that married women are not to be employed if suitably qualified single females can be found to fill the positions they occupy. Although complete statistics for previous years are not available, it would appear that the tendency to employ married women has been increasing and, as Tabulation C shows, they now comprise an appreciable percentage of the total number of female employees in the provincial service.

The Commission is not prepared to express an opinion as to whether the number of married female employees can or should be reduced, but from such statistics as are available elsewhere, it does not appear that the proportion of married women now in the service is higher than the average on the staffs of other large-scale employers.

Tabulation B

RECRUITMENTS, PROMOTIONS AND FULL-TIME STAFF TOTALS, 1954

Department	Number of appointees recruited from outside the service		Number of appointees promoted from within the service		Total	Total	Total	Full-time staff numbers as at December 31st, 1954		
	Male	Female	Male	Female	Male	Female	Appointments	Male	Female	Totals
Agriculture and Water Resources	50	50	13	7	63	57	120	211	144	355
Attorney General's	55	57	27	21	82	78	160	293	196	429
Audit Office	9	11	4	--	13	11	24	43	27	70
Economic Affairs	2	8	--	--	2	8	10	39	26	65
Education	20	24	5	7	25	31	56	193	179	372
Executive Council, Legislative Assembly and Library Premier's Office, Public Service Commission	--	7	1	3	1	10	11	11	25	36
Highways	67	81	33	7	100	88	188	257	206	463
Industries and Labour	21	46	3	10	24	56	80	145	128	273
Lands and Forests	70	48	48	26	118	74	192	299	152	451
Mines and Minerals	12	26	18	24	30	50	80	78	89	167
Municipal Affairs	25	37	10	18	35	55	90	141	120	261
Provincial Secretary	8	3	2	4	10	9	19	44	39	83
Public Health	9	48	1	9	10	57	67	50	124	174
Public Welfare	13	22	--	7	13	29	42	46	82	128
Public Works	43	24	10	5	53	29	82	79	33	112
Treasury	32	25	7	9	39	34	73	67	62	129
Treasury Branches	32	155	34	61	66	216	282	121	255	376
Totals -	468	674	216	218	684	892	1576	2117	1887	4004

Tabulation C

MARRIED WOMEN IN THE PROVINCIAL SERVICE, 1954

Department	Number of female employees retained after marriage during 1954	Number of married women recruited to service during 1954	Number of married women on staff at January 1st, 1954	Number of married women on staff at December 31st, 1954	Number of married women as percentage of total female employees at December 31st, 1954
Agriculture and Water Resources	7	14	24	34	24%
Attorney General's	7	20	36	48	25%
Audit Office	3	-	3	6	22%
Economic Affairs	2	3	13	13	50%
Education	7	8	45	64	32%
Executive Council (includes Premier's Office, Legislative Assembly and Library, Executive Council Office and Public Service Commission staffs.	2	1	7	8	32%
Highways	7	20	29	37	18%
Industries and Labour	2	3	26	14	11%
Lands and Forests	17	2	12	21	14%
Mines and Minerals	4	1	14	16	18%
Municipal Affairs	-	4	26	28	23%
Provincial Secretary	6	-	2	8	21%
Public Health	5	7	31	28	23%
Public Welfare	7	3	14	19	23%
Public Works	3	5	6	12	36%
Treasury	2	6	9	13	21%
Treasury Branches	25	18	27	31	12%
Totals -	106	115	316	406	21%

Staff Losses

Although specific figures on staff losses through the resignation, retirement, dismissal and death of employees are not available for the years preceding 1954, a fairly clear trend towards reduction of staff turn-over during the latter part of 1953 and throughout 1954 is discernible.

Tabulation D shows, by departments, the number of separations from the service during 1954 with respect to employees under the purview of the Director of Personnel.

It is pointed out that the actual staff losses through resignation of permanent appointees were considerably fewer than the tabulated figures would imply, inasmuch as they include a number of female employees who became married during the year and were then transferred from the permanent to the temporary staff. The figures for temporary staff resignations also include a number of appointees engaged for limited periods. If due allowance for these cases is made, the actual staff losses from continuing positions becomes reduced to a total of approximately 900. On the basis of staff numbers totalling 4004 employees as at December 31st, 1954, this represents an average turnover rate of 22 per cent for the past year in the proportions of about 8 per cent for permanent appointees and 14 per cent for temporary employees.

Hours of Work and Attendance

During 1954, the five-day work-week, which had been established in July, 1953, for office staffs at Edmonton and Calgary, was made effective for office personnel in the majority of other centres throughout the province. It was also made applicable to the industrial and maintenance staffs of the Department of Public Works and to employees in the equipment repair shops of the Department of Highways at Edmonton, Calgary and Fort Macleod. An amendment of The Land Titles Act passed during the 1954 session of the Legislative Assembly also permitted the introduction of a five-day week in the Edmonton and Calgary Land Titles Offices.

The classes of employees working standardized hours to whom the five-day work-week does not apply are the staffs of the provincial gaols, the provincial agricultural schools, the institutions and hospitals of the Department of Health, employees of The Special Areas Board, engineers, tradesmen and operating personnel in the Department of Public Works power plants, and Treasury Branch personnel at various country points.

Early in 1954 it was proposed by the Joint Council that an attempt be made to bring about greater uniformity in the various regulations governing sick leave and annual holidays which apply to the public service and to the staffs of the Department of Health institutions, the Alberta Liquor Control Board, the Workmen's Compensation Board, the Petroleum and Natural Gas Conservation Board, Marketing Services Limited, and the administrative, operating and maintenance staffs of the University of Alberta and the University Hospital. An examination of the regulations in force was undertaken and proposed uniform regulations were prepared by the Chairman of the Commission for consideration by the Joint Council and the various employing authorities. On that basis, negotiations were conducted during the remainder of the year. At the close of 1954 substantial agreement on the proposed uniform regulations had been reached, with the prospect of their imple-

mentation in the spring of 1955.

With the exception of senior supervisory personnel, all employees under the purview of the Director of Personnel are required to record their attendance at work either by the use of automatic time registers or by the submission of weekly attendance reports. Absence without loss of pay, as provided by the sick leave regulations, is allowed in cases of illness and in certain other circumstances such as bereavement or change of domicile; otherwise, pay is deducted in proportion to time lost. The total and per capita time lost by employees under the purview of the Director of Personnel during 1954 is shown, by departments, in Tabulation E below.

Tabulation E

TIME LOST BY EMPLOYEES, 1954

Department	Number of employees	Total days of absence	Number of days of absence allowed with pay	Averages per employee: Total days of absence	Averages per employee: Absence (days) allowed with pay
Agriculture and Water Resources	483	1151½	651½	2.39	1.35
Attorney General's	546	2421	1867	4.43	3.42
Audit Office	80	423½	280½	5.29	3.51
Economic Affairs	78	246½	139	3.15	1.78
Education	477	2739	1090½	5.74	2.29
Executive Council, etc.	45	350	153½	7.77	3.41
Highways	465	2464	1674	5.31	3.60
Industries and Labour	335	1810½	1175½	5.10	3.51
Lands and Forests	650	3226½	2217½	4.96	3.26
Mines and Minerals	202	1217½	845½	6.02	4.19
Municipal Affairs	300	1411	1151	4.70	3.84
Provincial Secretary	157	719	376	4.58	2.39
Public Health	226	1227	649	5.43	2.87
Public Welfare	163	788½	617½	4.83	3.79
Public Works	153	533½	342½	3.49	2.24
Treasury	151	616	442	4.08	2.93
Treasury Branches	613	1273	769½	2.08	1.25
Totals -	5,124	22,618	14,442	4.41	2.82

Miscellaneous Activities

Subsistence Regulations. Early in 1954 the Commission was advised that the Executive Council had approved a revised set of regulations governing the payment of subsistence allowances to employees travelling on government business which the Commission had prepared in 1953. After a final review and some minor changes in wording, these regulations were made effective on April 1st, 1954, by Order-in-Council 425/54, subject to the exception of certain classes of employees for whom special rates might be deemed preferable. A further inquiry into the question of special rates by the Commission and the Departments concerned led to the establishment on July 1st, 1954, of special subsistence schedules for certain classes of field and construction personnel employed on seasonal projects by the Departments of Highways, Public Works and Municipal Affairs.

Personnel Officers' Committee. During the year, eight meetings of the Personnel Officers' Committee were held and were attended by the Chairman and/or the Director of Personnel. The personnel officers are senior staff members of each department who have charge of personnel administration at the departmental level and serve as intermediaries between the various branches of each department and the Commission and the central Personnel Office. They collectively constitute the Personnel Officers' Committee which meets at frequent intervals to discuss common problems and to advise the Commission and the Director of Personnel on the practical application of methods and procedures pertaining to staff management. During the year the Committee gave the Commission much valuable assistance, particularly in connection with the preparation of the rules of procedure for filling vacancies and the revision of a number of the standard forms prescribed for use in the various phases of personnel administration.

Employees' Handbook. At the suggestion of the members of the Joint Council, the Chairman undertook the compilation of a small handbook containing in condensed form the various rules and regulations and general information on conditions of employment which apply to members of the public service. This work was approaching completion at the end of the year and it is expected that copies of the handbook will be available for distribution to all employees in the early spring of 1955.

To conclude this report, the Commission wishes to acknowledge with gratitude the suppprt it has received from the members of the Executive Council and the co-operation and assistance given by the supervisory officers of the various departments. We are also particularly indebted to the members of the Joint Council and to the Personnel Officers' Committee for their many useful suggestions and general aid in connection with the numerous matters which have occupied our attention during the past year.

REVISED GENERAL SALARY SCHEDULE
(Effective July 1st, 1954)

GRADE	PERIOD					
	1	2	3	4	5	6
1	1260	1320	1440	1560		
2	1320	1440	1560	1680	1800	
3	1440	1560	1680	1800	1920	
4	1560	1680	1800	1920	2040	
5	1680	1800	1920	2040	2160	
6	1800	1920	2040	2160	2280	
7	1920	2040	2160	2280	2400	
8	2040	2160	2280	2400	2520	
9	2040	2160	2280	2400	2520	2640
10	2160	2280	2400	2520	2640	2760
11	2280	2400	2520	2640	2760	2880
12	2400	2520	2640	2760	2880	3000
13	2520	2640	2760	2880	3000	3180
14	2640	2760	2880	3000	3180	3360
15	2760	2880	3000	3180	3360	3540
16	2880	3000	3180	3360	3540	3720
17	3000	3180	3360	3540	3720	3900
18	3180	3360	3540	3720	3900	4080
19	3360	3540	3720	3900	4080	4260
20	3540	3720	3900	4080	4260	4500
21	3720	3900	4080	4260	4500	4740
22	3900	4080	4260	4500	4740	4980
23	4260	4500	4740	4980	5220	
24	4500	4740	4980	5220	5520	
25	4740	4980	5220	5520	5820	
26	4980	5220	5520	5820	6120	
27	5220	5520	5820	6120	6420	
28	5520	5820	6120	6420	6780	
29	5820	6120	6420	6780	7140	
30	6120	6420	6780	7140	7500	
31	6420	6780	7140	7500	7860	
32	6780	7140	7500	7860	8280	

PUBLIC SERVICE COMMISSION

PROCEDURE FOR THE CLASSIFICATION AND RE-CLASSIFICATION OF POSITIONS IN THE PUBLIC SERVICE

The Public Service Act, 1954, provides that the Public Service Commission shall

"(a) prepare suitable schedules, based on the duties, responsibilities and requisite qualifications of each position, specifying the classification and salary scales of employees in Division 2 of the Public Service;"

"(b) prepare revisions of the schedules, as and when instructed to do so by the President of the Executive Council;"

"(c) prepare rules and regulations governing the application of the schedules;"

"(d) determine the classification of each new position created in the Public Service and all proposals for the re-classification of existing positions."

Pursuant to the above provisions the following rules of procedure with respect to classification of positions are issued for the guidance of departmental officers.

.....

1. Classification means the evaluation of a position according to the type of work it entails, the weight of responsibility it involves and the qualifications which the person filling the position is required to have and on the basis of that evaluation, placing the position in one of the grades of the applicable salary schedule in its proper relationship to other positions of a similar type.

2. The creation of new positions, the allocation of new duties to existing positions and generally all decisions as to what work is to be done and by whom in any department are departmental responsibilities. But if a new position of a type not already classified is to be set up or if any substantial change is to be made in the duties attached to an existing position so that the application of a different salary scale seems warranted, the classification of the new or altered position must first be determined by the Commission. In such cases, no commitment as to salary rate should be made by any departmental officer to any employee or prospective employee until the classification of the position to be filled has been determined by the Commission.

3. Application to the Commission for the classification or re-classification of a position or class of positions may be made in the following cases:

(a) when a new position is to be set up and the duties and responsibilities thereof are different in kind or degree from those of any classified position in the department;

(b) when new duties, involving added responsibility, are to be attached to an existing position, or when the duties or responsibilities of a position are reduced or altered.

(c) when difficulty is encountered in getting and retaining personnel in any position or class of positions on account of salary competition from other employers.

4. Applications for the re-classification of positions should not be made on grounds other than those stated in paragraph 3. An increased volume of the same kind of work as the employee was already doing is not a valid reason for requesting re-classification of his position. In those circumstances, the employee may be advanced to a higher salary rate within his established grade, in which case the

4. (cont'd.)

salary change should be made on the employee's anniversary date or six months thereafter, and the approval of the Director of Personnel must be obtained. If the increased volume of work is such that the employee cannot properly cope with it, extra assistance should be obtained.

5. Application for the classification or re-classification of a position must be made on an E.2 form in triplicate. The name of the incumbent of the position should be entered on the third copy only. These forms should be prepared by the head of the branch concerned, and must be endorsed by the Minister and Deputy Minister. In cases of re-classification, the reasons therefor must be explicitly stated on the form. The suggested pay scale should be based on the scales which apply to other positions at a similar level within the department. If a comparison on that basis cannot readily be made, the Commission should be consulted before the E. 2 forms are prepared.

6. The personnel officer of the department is responsible for the submission of E.2 forms after they have been completed and signed. They are forwarded by him to the Director of Personnel who places the original and duplicate before the Commission. When the classification for the position has been decided, the Chairman of the Commission informs the Deputy Minister by memorandum as to the grade in which the position has been placed.

7. If there is a difference of opinion between the Commission and the department as to the appropriate classification of any position, the matter is taken up with the Deputy Minister by the Chairman. If agreement cannot be reached, the Commission makes its own decision and the department may then appeal to the Joint Council as provided by clause (c) of Subsection 31 (2) of The Public Service Act.

8. When the classification of a position has been determined, the personnel officer consults the Director of Personnel as to the

salary change should be made on the employee's anniversary date or six months thereafter, and the approval of the Director of Personnel must be obtained. If the increased volume of work is such that the employee cannot properly cope with it, extra assistance should [illegible] obtained.

5. Application for the classification or re-classification of a position must be made on an E.2 form in triplicate. The name of the incumbent of the position should be entered on the third copy only. These forms should be prepared by the head of the branch concerned, and must be endorsed by the Minister and Deputy Minister. If it is a re-classification, the reasons therefor must be supplied in full on the form. The suggested pay scale should be based on the [illegible] to other positions at a similar level within the Department. [illegible] a comparison on that basis cannot readily be made, the Commission should be consulted before the E.2 forms are prepared.

6. The pay control officer of the department is responsible for the submission of E.2 forms after they have been completed and signed. They are forwarded by him to the Director of Personnel who places the original and duplicate before the Commission. When the classification for the position has been decided, the Chairman of the Commission informs the Deputy Minister by memorandum as to the grade in which the position has been placed.

7. If there is a difference of opinion between the Commission and the Department as to the appropriate classification of any position, [illegible] the Deputy Minister by the Chairman.

[illegible]

8. (cont'd.)

salary rate at which the employee is to be paid, and the date of effect thereof. In cases of re-classification, the effective date of any change in salary rate will be the first day of the month in which the application for re-classification was submitted, unless for special reasons some other date is deemed appropriate. When the rate and date have thus been decided, the Director of Personnel prepares the necessary recommendation for an implementing order-in-council.

9. Upon passage of the order-in-council, the personnel officer should notify the employee concerned as to the classification of his position, any alteration in his salary rate and the date of effect thereof, which will thereafter be his anniversary date for future salary increases within the established grade.

10. If an employee considers that his position is improperly classified and the departmental officers concerned are not prepared to recommend a re-classification, the employee may appeal to Joint Council, through the Civil Service Association, under the provisions of clause (c) Subsection 31 (2) of the Act. In such cases, representations should not be made by the employee to the Commission. The Association will keep the Commission informed, and the Chairman of the Commission will be consulted when the case is dealt with by the Joint Council.

.....

DATED

SEPTEMBER 14th, 1954.

[illegible] rate at which the employee is to be paid, and the date of effect thereof. In cases of re-classification, the effective date of change in salary rate will be the first day of the month in which [illegible] application for re-classification was submitted, unless for special reasons some other date is deemed appropriate. When the rate [illegible] have thus been decided, the Director of Personnel prepares the necessary recommendation for an implementing order-in-council.

9. Upon passage of the order-in-council, [illegible] should notify the employee concerned as to the classification of his position, any alteration in his salary rate [illegible] thereof, which will thereafter be his [illegible] any increase within the established grad.

10. [illegible] an employee considers that his position is improperly classified and the departmental [illegible] recommend a re-classification, the employee [illegible] through the Civil Service Association, under the provisions of [illegible] (c) Subsection 31 (2) of the Act. [illegible] should not be made by the employee to the Commission. The [illegible] will keep the Commission informed, and the Chairman [illegible] to be consulted when the case is dealt with by the Joint Council.

RULES OF PROCEDURE FOR FILLING NEW OR VACANT POSITIONS IN DIVISION 2 OF THE PUBLIC SERVICE

1. For the purpose of maintaining up-to-date records of every employee's qualifications, experience and efficiency, an annual report, (Form C-5) with respect to each employee below the level of a branch head shall be:-

(a) prepared and signed by the head of each branch,

(b) countersigned by the Deputy Minister of the department concerned, and

(c) forwarded by the Personnel Officer of the department to the Director of Personnel within one month before the employee's anniversary date.

2. The Director of Personnel will maintain suitable records with respect to each employee and each unplaced applicant for employment indicating the nature of the work in which he has had experience, his educational and technical qualifications, his efficiency rating as shown by the C-5 reports, his age, length of service and other particulars, which will permit his suitability for promotion or appointment to be appraised when a position for which he may be qualified is to be filled.

3. In order that staff requirements may be foreseen and tentatively provided for, the Personnel Officer of each department will circularize each branch head every four months requesting information as to vacancies that may arise or new positions in the branch that may have to be filled within the following four months. The information so obtained should indicate the nature of the work to be done, the required qualifications of the appointee and the proposed scale of pay for the position The reports thus obtained will be forwarded by the Personnel Officer to the Director of Personnel.

4. When a report indicates that a vacancy or new position is anticipated, the Director of Personnel will have his employee and applicant records examined in order to ascertain whether there are any persons in the service or among the unplaced applicants who may be qualified to fill the position. The names of such persons will be listed and held by the Director of Personnel, pending later receipt of definite advice from the department that a vacancy or opening exists If it appears doubtful that the position can be filled from these sources or if the choice of appointees they offer is limited, the Director of Personnel will advise the Personnel Officer that when the department is ready to fill the position, other candidates should be sought by advertising according to the procedure outlined in paragraph 5 (6).

5. When it is definitely known that a vacant or new position is to be filled, the procedure shall be as follows:

(1) A vacancy notice form (Form C-6) shall be forwarded by the Personnel Officer to the Director of Personnel.

(2) In the case of a new position or when any material change in the duties of a vacant position is proposed, an E.2 form in triplicate shall be forwarded with the C-6 form to the Director of Personnel, so that the position may be classified or re-classified before

applications are obtained In no case shall any commitment as to salary rate or choice of appointee be made to any prospective applicant by any departmental officer until an appointee has been selected in accordance with the procedure set out in these rules.

(3) The classification of the position having been established, the Director of Personnel and the departmental officers concerned will jointly decide -

(a) whether a promotion within the department can immediately be made or

(b) whether applications from outside the service are to be invited or

(c) whether applications are to be obtained from the service only or the department only.

If a promotion within the department can immediately be made, the department will submit C-7 forms, as set out in paragraph 5 (9).

(4) If applications from within the department only are to be considered, the department will take appropriate steps to inform prospective applicants of the vacancy. Applications will be made in writing to the Deputy Minister, and the selection of an appointee will be made by the Deputy Minister and the branch head concerned, subject to the approval of the Minister and the Director of Personnel.

(5) If applications from the service as a whole are to be invited or if the procedure under paragraph (4) fails to produce a suitably qualified applicant, the Director of Personnel will have notices of the position prepared and posted on Public Service Commission bulletin boards in the various provincial buildings. The applications so obtained are to be made in writing to the Director of Personnel.

(6) If applications from outside the service are to be invited or if the procedure under paragraph (5) fails to produce a suitably qualified applicant, the Director of Personnel will publish advertisements regarding the position in suitable newspapers and/or periodicals. The cost of such advertising will be borne by the department concerned. The applications so obtained may be from within or outside the service and are to be made in writing to the Director of Personnel.

(7) (a) If the position is one which is classified in Grade 14 or lower, the applications received under paragraphs (5) or (6) will be checked by the Director of Personnel and the three applicants who appear to be best qualified for the position will be sent by him to be interviewed by the head of the branch in which the position is to be filled. From these three the branch head may select an appointee. If none of the three candidates interviewed is acceptable, the branch head may interview as many of the other applicants as he wishes.

(b) The selection made by the branch head at this stage will be provisional, and should not be communi-

cated by him to the applicant concerned Having made a choice, the branch head will notify the Director of Personnel by telephone, and if the selection so made is approved by the Director of Personnel, the branch head will then report the choice to the Deputy Minister.

(8) If the position is one which is classified higher than Grade 14, the applications received under paragraphs (5) or (6) will be appraised by the Director of Personnel and the head of the branch, and they will select not fewer than the best three applicants for interviews by the appropriate departmental officer or officers and the Director of Personnel. If the position to be filled is one of senior rank, the Deputy Minister should be one of the interviewers. The provisional selection of an appointee will then be made and reported to the Deputy Minister and/or Minister.

(9) When a provisional selection made under paragraphs (7) or (8) has been reported to the Deputy Minister, the final choice of an appointee will be made by him and/or the Minister. The personnel officer will then prepare an initial appointment form, (Form C-7) in duplicate, which shall be signed by the branch head, the Deputy Minister and the Minister and shall be forwarded to the Director of Personnel. The Director of Personnel will sign the C-7 form and will return one copy to the personnel officer. At that time, the Director of Personnel will make such arrangements as may be necessary with regard to the date on which the applicant is to assume his duties, his initial salary rate and, if the applicant is an employee of another department, with regard to his transfer to the position to be filled. On completion of these arrangements, the Director of Personnel will officially notify the applicant and will advise the personnel officer of the department regarding the arrangements made.

(10) The selected appointee will report for duty on such date as may be arranged by the Director of Personnel. In the case of new employees, each appointee shall report initially to the office of the Director of Personnel so that he may obtain such instructions as are necessary with regard to recording his attendance, submitting proof of age, etc.

6. The initial status and salary of an appointee will be determined according to the following rules, the application of which will be subject to approval by the Director of Personnel:

(1) In the case of a new employee, his initial appointment will be temporary and probationary for one year from the date of commencement of his service.

(2) In the case of a promoted or transferred employee, his new appointment may be for such probationary period not exceeding one year as may be recommended by the Deputy Minister and approved by the Director of Personnel.

(3) If the appointee selected is considered to be insufficiently experienced, he may be appointed initially in an acting capacity for not longer than one year at a salary not more than two periods below the minimum rate of the grade established for the position. After not less than three months, according to the improvement made in his efficiency.

(a) his salary may be increased by one period, or

(b) his employment in an acting capacity may be terminated and his salary may be increased to the minimum rate of the established grade.

(4) If the appointee selected has had sufficient experience in the work to be done to warrant starting him at a higher salary than the minumum rate for the grade, he may be paid initially at the rate for the second or third period of the grade, subject to the approval of the Deputy Minister; provided that in the case of an employee who has been promoted, his initial salary shall not be less than his salary prior to promotion.

7. If, in any exceptional case, any departure from these rules is considered desirable, the approval of the Director of Personnel shall first be obtained.

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